

199-207 Reading Road, Caversham

Sequential Test

November 2017

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1. 1 These Sequential and Exception tests have been prepared in support of a planning application for the demolition of nos 199-203 Henley Road and erection of 42 dwellings at 199-203 Henley Road and to the rear of 205-207 Henley Road with associated access and landscaping. This is a resubmitted application following refusal of a previous application in January 2017.
1. 2 The site lies partially within Flood Zones 1, 2 and 3; however, no proposed residential development lies within Flood Zones 2 or 3.
1. 3 Therefore, in accordance with the NPPF and NPPG there is a requirement to demonstrate compliance with the Sequential Test to identify that there are no reasonable available sites in areas with a lower probability of flooding that would be appropriate to the type of development proposed.



Figure 1: Plan showing the site in relation to flood zones

2 The Site

Site Description

2. 1 The application site is on the B4155 (Henley Road) which links to Reading to the south west and Henley to the north east. The site is within Reading Borough Council.
2. 2 The site has an area of 1.05ha and comprises the house and gardens of nos 199-203 and the rear gardens of nos 203-205.
2. 3 Reading Road is predominantly residential in character with the original form of development comprising large detached properties with long back gardens. There are a number of more recent developments that have developed the rear gardens of the properties in the vicinity of the site. In particular, the site is adjacent to a large development at Ruskin Court which extends from Henley Road into the rear of the site.
2. 4 The site is well located for access to facilities and services in the local area as well as for public transport access into Reading town centre.

Planning Context

Planning Policy Context

2. 5 The National Planning Policy Framework (NPPF) was published in March 2012 which established a presumption in favour of sustainable development. For decision taking this means approving development proposals that accord with the development plan without delay.
2. 6 In making decisions, Local Planning Authorities should approach decision taking in a positive way and should look for solutions rather than problems. They should, at every level, seek to approve applications for sustainable development where possible.

2. 7 The NPPF sets out the Government's view of what sustainable development means in practice for the planning system and it encompasses three distinct areas; economic, social and environmental.
2. 8 The NPPF also sets out the need to 'boost significantly' the supply of housing land and this is complimentary to the ethos of planning for positive growth which is the golden thread running through the document.
2. 9 The NPPF sets out that the development plan should be the starting point for decision making, unless material considerations indicate otherwise. Paragraph 17 of the NPPF sets out a number of core planning principles that are to underpin decision making. These include encouraging the effective use of land by re-using land that has already been developed.

Local Planning Policy

2. 10 The Council's current planning policy context of relevance to this site is contained within the Core Strategy (January 2008, altered January 2015) and the Sites and Detailed Policies Document October 2012, altered January 2015). Policies of relevant to these proposals include:
- CS7: Design and the Public realm
 - CS14: Provision of Housing
 - CS15: Location, accessibility, density and housing mix
 - CS16: Affordable Housing
 - DM4: Safeguarding Amenity
 - DM5: Housing Mix
 - DM6: Affordable Housing
 - DM10: Private and Communal Outdoor Space
 - DM11: Development of Private residential Gardens

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2. 11 Other relevant documents for these proposals include:
- Revised Parking Standards and Design (October 2011)
 - Affordable Housing SPD (January 2013)
2. 12 In addition to these planning policies, it is noted that the Council have recently published an Issues and Options document (January 2016) for the new Local Plan. This document includes an increased annual housing target up from 572 to 699 to meet objectively assessed housing need; a substantial increase in housing requirements in the Borough.
2. 13 The southern part of the site lies within Flood Zone 2 and 3 of Berry Brook which is runs along the southern boundary.

Planning History

2. 14 This submission is a resubmitted application following refusal of a 60 dwelling scheme in January 2017.
2. 15 Furthermore, in January 2007 a planning application was submitted covering 205-219 Henley Road, Caversham. This application sought permission for a 60 bed care home and a further 60 dwellings. This application was refused in May 2007 and subsequently dismissed at appeal in December 2007.
2. 16 Both of these applications have established the principle of residential development in this location is acceptable but the detail of the proposals were not considered appropriate for the location. There were also issues around the flooding situation on the site and the need for a sequential test.

3 The Sequential Test

3. 1 The application site is located in a highly sustainable location close to Reading town centre and within walking distance of the local facilities and services within Caversham. The site is wholly in accordance with the presumption in favour of sustainable development set out in all levels of planning policy.
3. 2 Planning policy at all levels contains an over-riding objective to maximise the development of previously developed land within the urban area and therefore this sequential test considers sites within the urban area of Reading.
3. 8 A sequentially preferable site must be located in located flood zone 1 but other considerations for alternative suitable sites include:
- In a similarly sustainable location.
 - Able to accommodate between 43-53 dwellings
 - Be available for development; any sites under construction are excluded.

Site search

3. 3 The Council published a Housing and Economic Land Availability Assessment (May 2017). The assessment in this study considers those available sites within this document.
3. 4 AA or HELAA and, therefore, the list of identified sites included in the Council's Annual Monitoring report (December 2015) has been used for the site search.
3. 5 These sites are appropriate for consideration as they are a list of 'available sites as required for consideration in the Sequential Test.
3. 6 The table overleaf identifies the sites set out in this document that are considered in the context of this sequential test.

Criteria

3. 7 The proposals are for 48 dwellings which, with the exception of 7 dwellings are located in Flood Zone 1 and the site is available for delivery now. Furthermore, the site's location along Henley Road is a sustainable one with good access to public transport services and local facilities.

Site Analysis

3. 9 The table on the following pages summarises those sites within Reading Borough Council that have been assessed as part of this sequential test. The table identifies that a significant majority of these sites are either of an unsuitable size, are not on sequentially preferable sites or are not available for development due to being under construction or completed.
3. 10 Of the 49 sites listed below, 7 are identified as being comparable with the application site in terms of site size. The following paragraphs consider these sites further.
3. 11 Kings Reach 38-50 Kings Road was identified in the 2015 Annual Monitoring Report as an existing commitment not yet started. The site is indicated as having capacity for 70 dwellings. Not only is this site located in flood zone 2 and therefore in a sequentially less preferable location but it is also currently under construction and therefore unavailable for development.
3. 12 Hanover House, 202 Kings Road was identified in the 2015 Annual Monitoring Report as an existing commitment not yet started. The site is indicated as having capacity for 90 dwellings. Consent was granted for 80 dwellings on the site and the development is now complete, the site is therefore unavailable.
3. 13 Crown Street/Silver Street was identified in the 2015 Annual Monitoring Report as an Allocated site without planning permission. The site is indicated as having capacity for 60 dwellings. Since the publication of that report the

- site has been granted planning permission for 74 assisted living units and is therefore unavailable for redevelopment for a C3 use as proposed on the application site.
3. 14 Downing Road/Park Lane School was identified in the 2015 Annual Monitoring Report as an Allocated sites without planning permission. The site is indicated as having capacity for 68 dwellings. The redevelopment of this site is dependent on the relocation of the existing school use on the site. The school remains on site until such time that alternative premises can be found and therefore, the site is not available at the present time. There are also queries over whether this site can be brought forward in a reasonable time period.
3. 15 Part of Former Battle Hospital was identified in the 2015 Annual Monitoring Report as an Allocated site without planning permission. The Site is indicated as having capacity for 70 dwellings. In the Battle Hospital Planning Brief (2005) this part of the site was indicated as being retained but is now available for redevelopment. The site is not in a sequentially preferable location as it is located within an area of flood zone 2 and 3.
3. 16 Elvian School Bath Road was identified in the 2015 Annual Monitoring Report as an Allocated site without planning permission. The site is indicated as having capacity for 90 dwellings. Although larger than the application site this has been considered as part of this assessment for completeness. However, this site has planning permission for 118 dwellings and is now under construction and is therefore unavailable for development.
3. 17 103 Dee Road has been the subject of an outline planning permission in various forms since since 2006. As a site with planning permission clearly being promoted by a landowner this site is unavailable for development.
3. 19 This assessment identified that there were not sufficient available sites within the Borough when a constraint of flood zones is applied. The assessment in Section 5 identifies that the Council have also considered sites within Flood Zone 3 to meet the housing need and the conclusion is:
- “...there are not sufficient sites to meet the objectively assessed need for housing in Reading on sites in Flood Zones 1 and 2. It is therefore likely that the sequential test for sites in Flood Zone 3 would be passed.”*
3. 20 The report identified that even allowing for sites in Flood Zone 3 this would not meet the Borough’s housing need.

Summary

3. 21 Considering this analysis, there if, therefore, no suitable alternative sites in a sequentially preferable location. Therefore, the redevelopment of this site, subject to the Exceptions test, would meet the sequential test.

Housing and Economic Land Availability Assessment

3. 18 The Council’s Housing and Economic Land Availability Assessment (May 2017) concluded as follows:

“There is capacity to provide 15,260 dwellings from 2013 to 2036 in Reading Borough. When considered against identified need, this means there is a shortfall of 944 homes up to 2036”

Site Address	Annual Monitoring Report 2015 Status and Capacity	Characteristics and Constraints	Conclusions
29-35 Station Road	Commitment not yet started	Capacity for 103 dwellings Reading Town Centre Flood Zone 1	More sustainable location in town centre, Sequentially preferable site, Too large
173-175 Friar Street	Commitment not yet started	Capacity for 14 dwellings Reading Town Centre Flood Zone 1	More sustainable location in town centre, Sequentially preferable site, Too small
120 Oxford Road	Commitment not yet started	Capacity for 6 dwellings Flood Zone 1	More sustainable location in town centre, Sequentially preferable site, Too small
6-14 Weldale Street	Commitment not yet started	Capacity for 14 dwellings Reading Town Centre Flood Zone 1	More sustainable location in town centre, Sequentially preferable site, Too small
21 Caversham Road	Commitment not yet started	Capacity for 11 dwellings Flood Zone 2	In Flood Zone 2, Too small
Station Hill Site, Station Hill	Commitment not yet started	Capacity for 200 dwellings Reading Town Centre Flood Zone 1	More sustainable location in town centre, Sequentially preferable site, Too large
84 Watlington Street	Commitment not yet started	Capacity for 10 dwellings Flood Zone 1	Sequentially preferable site, Too small
125 Chatham Street	Commitment not yet started	Capacity for 15 dwellings Flood Zone 1	Sequentially preferable site, Too small
Former Sorting Office, Caversham Road	Commitment not yet started	Capacity for 434 dwellings Flood Zone 2	In Flood Zone 2, Too large
37-42 Market Place	Commitment not yet started	Capacity for 36 dwellings Reading Town Centre Flood Zone 1	More sustainable location in town centre, Sequentially preferable site, Too small
Summit House 49-51 Greyfriars Road	Commitment not yet started	Capacity for 21 dwellings Reading Town Centre Flood Zone 1	More sustainable location in town centre, Sequentially preferable site, Too small
60 Queens Road	Commitment not yet started	Capacity for 30 dwellings Flood Zone 2	In Flood Zone 2, Too small
Kings Reach 38-50 Kings Road	Commitment not yet started	Capacity for 70 dwellings Flood Zone 2	In Flood Zone 2, Too Large, under construction

Site Address	Annual Monitoring Report 2015 Status and Capacity	Characteristics and Constraints	Conclusions
Zenith House 7 Cheapside	Commitment not yet started	Capacity for 41 dwellings Reading Town Centre Flood Zone 1	More sustainable location in town centre, Sequentially preferable site, too small
Jacksons Corner 1-9 Kings Road	Commitment not yet started	Capacity for 27 dwellings Reading Town Centre Flood Zone 1	More sustainable location in town centre, sequentially preferable site, too small
St Martins Precinct	Commitment not yet started	Capacity for 40 dwellings Flood Zone 1 and 2	In Flood Zone 1 and 2, Too small
83-85 London Road	Commitment not yet started	Capacity for 11 dwellings Flood Zone 1	Sequentially preferable site, Too small
1025-1027 Oxford Road	Commitment not yet started	Capacity for 10 dwellings Flood Zone 1	Sequentially preferable site, too small, less Sustainable location
Land adjoining The Roebuck Hotel, Oxford Road	Commitment not yet started	Capacity for 11 dwellings Flood Zone 1	Sequentially preferable site, Too small, Less Sustainable location
5-9 Berkeley Avenue	Commitment not yet started	Capacity for 112 dwellings Flood Zone 1	Sequentially preferable site, Too large
103 Dee Road	Commitment not yet started	Capacity for 42 dwellings Flood Zone 1	Sequentially preferable site,
Wells Hall, Upper Redlands Road	Commitment not yet started	Capacity for 34 dwellings Flood Zone 1	Sequentially preferable site, Too small, Less Sustainable location
Hanover House, 202 Kings Road	Commitment not yet started	Capacity for 90 dwellings Flood Zone 1	Sequentially preferable site, consent granted for 80 dwellings and development complete
Green Park Village	Commitment not yet started	Capacity for 737 dwellings Flood Zone 2	In Flood Zone 2, Under construction so not available